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housing programs

Recommendations
for carrying out the
plan for
residence

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SAN FRANCISCO DEPARTMENT OF CITY PLANNING

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H O U S I N G P R O G R A M S

*recommended to carry out
the Plan for Residence*

San Francisco Department of City Planning, May 1971



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FOREWORD

This report consolidates the program recommendations published in the June 1970 and February 1971 versions of the Improvement Plan for Residence. On April 8, 1971, the City Planning Commission incorporated the Objectives and Policies for Residence into the City's Master Plan. And on June 24, 1971, the City Planning Commission, by resolution, approved the basic approach and intent of the programs contained in this report and authorized the Director of City Planning to forward these programs to the Board of Supervisors and other relevant public bodies for their consideration.

This report is organized in five parts corresponding to the five basic residential objectives of the Improvement Plan. The policies designed to carry out the objectives are listed under each objective. Program recommendations are then summarized briefly. No attempt has been made to work out the details of the numerous program recommendations. When the programs move further along in the legislative process it is expected that a number of detailed proposals will be brought forward and debated.

As a part of the continuing involvement in the implementation of the Improvement Plan, the Department welcomes suggestions from interested citizens and neighborhood groups.

- OBJECTIVE* 1 MAINTAIN AND IMPROVE THE QUALITY AND DIVERSITY OF SAN FRANCISCO'S RESIDENTIAL COMMUNITIES
- Policy* 1 Adopt a neighborhood maintenance approach in the redevelopment program.
- Policy* 2 Make extensive use of code enforcement.
- Policy* 3 Improve services to rehouse displaced households and avoid displacing any household until adequate relocation housing is available.
- Policy* 4 Decrease the reliance on property taxes as a municipal revenue source.
- Policy* 5 Undertake a continuous review of residential conditions and construction trends and their effect on living conditions of San Franciscans. Incorporate this review as part of the citywide Common Information System.

As indicated in the Plan for Residence, maintenance of existing older neighborhoods in San Francisco is necessary in order to prevent decline which would require more extensive corrective action later. However, the tightness of the housing market, the problem of displacing existing residents, and lengthy planning required for rehabilitation projects done through redevelopment, and the backlog of work to be completed in existing redevelopment projects result in a recommendation to pursue the following short-term strategy:

1. In existing residential neighborhoods place an emphasis on code enforcement programs, low-interest rehabilitation loans, and tax incentives to maintain neighborhoods. At this time do not undertake new redevelopment projects aimed at rehabilitation.
2. In nonresidential areas give high priority to new redevelopment projects which can quickly convert underdeveloped nonresidential land or vacant land to new low- and moderate-income housing with appropriate supporting facilities.

Exceptions to this strategy may be made at the appropriate time if maintenance projects under the redevelopment program are proposed as a result of community-based planning programs such as Model Cities.

In summary, over the short run San Francisco should use redevelopment to build new neighborhoods to ease the housing problem. It should look primarily to code enforcement programs, low-interest rehabilitation loans, and tax breaks to maintain existing neighborhoods. Then gradually, it should phase into a neighborhood maintenance approach to redevelopment.

With this strategy as a basis, the following programs are recommended to maintain existing residential neighborhoods.

FEDERALLY ASSISTED CODE ENFORCEMENT (FACE)

Concentrated Code Enforcement programs, such as FACE, have proven successful in several districts of San Francisco and offer special benefits not available under the City's regular code enforcement program. FACE operates on an area basis, as opposed to a citywide basis. All buildings in a FACE area are brought into compliance with City codes, and eligible property owners are aided by Federal grants or low-interest loans. Relocation assistance is available for displaced residents and tenants. Important public improvements such as landscaping, underground wiring and street improvements are also carried out under FACE. This approach to code enforcement is particularly suitable to San Francisco and should be extended over the next two years to at least eight more areas of the city. In addition, the following improvements should be made to the FACE program:

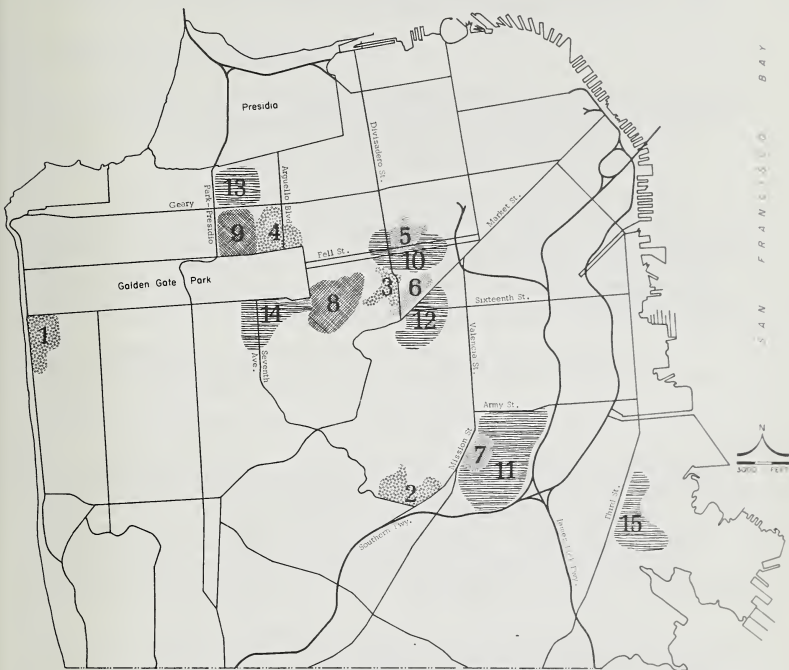
F* Rent Stabilization: The Section 312 loan program should be changed to add rent stabilization provisions which would require an owner of a multiple-unit building taking advantage of low-interest loans to agree on a reasonable rent structure for a specified period of time. The local agency administering FACE should be responsible for drawing up the rent stabilization agreement within guidelines set by the Federal legislation and detailed by HUD.

F Loans for Commercial Structures; Although the Federal legislation allows FACE to provide low-interest loans for rehabilitation of mixed commercial and residential structures, in practice HUD restricts loans to residential structures only. This restriction limits the effectiveness of FACE since many older neighborhoods have a number of these structures. HUD should expand its appropriations to cover low-interest loans for mixed-use residential structures and for commercial structures surrounded by a residential neighborhood participating in FACE.

*letters in margin refer to type of action required: F=Federal, S=State, R=Regional, and L=Local.

Federally-Assisted Code Enforcement Areas

SAN FRANCISCO BAY



COMPLETED

- 1 Great Highway
- 2 Glen Park
- 3 Buena Vista Heights
- 4 Inner Richmond I - Arguello Park



EXISTING

- 5 Alamo Square
- 6 Duboce Triangle
- 7 Bernal Heights I



EXPANSION

- 8 Upper Ashbury
- 9 Inner Richmond II



FEASIBILITY STUDY

- 10 Alamo Square / Haight - Fillmore
- 11 Bernal Heights II-VII
- 12 Duboce Triangle / to Upper Market
- 13 Inner Richmond III
- 14 Sunset
- 15 Bayview

F

Rehabilitation Funds as Well as Loans: Presently the FACE program operates entirely on the basis of low-interest loans supplemented by special grants to low-income owners. The FACE program should also be given funds for rehabilitation where the owner is unwilling or unable to carry out required work.

SYSTEMATIC CODE ENFORCEMENT

Systematic Code Enforcement operates on a citywide basis and is the City's tool for preventing blight and maintaining standards in all hotels and apartment buildings containing three or more units. The program is the responsibility of the Bureau of Building Inspection (BBI) in the Department of Public Works.

Based initially on an inspection of all buildings within the jurisdiction of the program, a numerical point rating was assigned to each building, depending on the type of code violations present. Buildings with the most serious violations were assigned the highest rating and were first priority for code enforcement action. As violations in the worst buildings are corrected, the Bureau of Building Inspection concentrates on buildings with lower ratings and so on until all buildings are brought up to the code.

Methods for improving the Code Enforcement Program are described below under the general headings corresponding to the points in the Comprehensive Plan policy.

PROGRAMS TO PROVIDE FUNDS FOR CODE REPAIRS

S
L

Escrow Accounts: The State should enact enabling legislation to permit the establishment of escrow accounts into which tenants of buildings in code violation could place their rents. The rents would then be used to remedy housing deficiencies. Once the buildings were brought up to code, the rents would again be paid to the owner and the escrow account closed. State legislation should permit municipal jurisdictions, as well as tenants, to initiate action setting up escrow accounts for tenants in buildings with code violations.

After State enabling legislation has been passed, San Francisco should enact local legislation to permit escrow accounts. The City should require an official building inspector to verify the presence of code violations before an account can be established. The legislation should provide protection against retaliatory evictions. And as a safeguard to the owner of the building, local legislation should direct the holder of the escrow account to make the mortgage, tax, and insurance payments out of the escrow account at the appropriate time in addition to making payments to correct code violations. This system would provide a method of financing corrective work in deficient structures whose owners would not or could not comply with codes.

L Repair Fund: In July, 1970, the Board of Supervisors appropriated \$200,000 for a special revolving fund to make City-sponsored loans to property owners who cannot bring their buildings up to code. Public contracts of up to \$1,000 per unit per building can be let for repairs necessary to correct code violations.

Owners are required to repay loans within the first year, thus providing a means for the fund to replenish itself. Those who do not repay the fund within the first year are required to pay six percent annual interest on the loan.

Building owners are not able to apply for funds. The Bureau of Building Inspection determines which buildings qualify and the funds go to owners with financial difficulties, not to slum lords who have the money but will not repair.

This repair fund appears promising, but after its first year of operation it may require strengthening. For example, the Bureau of Building Inspection may find that the service charge is excessive and should be reduced or that the revolving fund should be larger to enable the program to operate at the scale needed.

A PROGRAM TO EXPEDITE LEGAL ACTION IN THE CODE ENFORCEMENT PROCESS

L Housing Court: Housing matters, such as code violations and evictions, are presently scattered throughout the court docket; and there is as much as a two-year delay in court action over housing violations. In order to expedite decisions necessary for improving the housing stock and resolving tenant/landlord disputes, housing matters should be consolidated and decided in a special housing court, similar to the probate court, involving City attorneys and judges most knowledgeable in housing. Establishing a housing court need not require funding an entire new court; an afternoon and evening a week in one of the existing municipal courts could be set aside for housing matters. Experience in other cities, such as Baltimore and Chicago, has shown that a special court for housing can be a major aid in expediting the Code Enforcement Program.

ACTIONS TO PREVENT OWNERS OF BUILDINGS FROM USING CODE ENFORCEMENT AS AN EXCUSE FOR EVICTING TENANTS WHEN CODE REPAIRS COULD BE MADE WITHOUT EVICTION

L A City Ordinance: During the course of administering the codes, it has been observed that a number of the evictions attributed to Systematic Code Enforcement are not directly caused by the program. Instead, in some cases owners are using code enforcement as a reason to evict tenants in order to rerent the units at higher rents without protest or to do painting or other repairs which are easier when housing units are not occupied.

This practice occurs more often during times of acute housing shortage. It can be discouraged by adopting a City ordinance requiring owners to demonstrate that vacating the unit is necessary to make code repairs. This ordinance would not interfere with the owner's right to evict under lease stipulations. However, it would make the code violations listed below legitimate reasons for displacement and it would allow tenants to contest evictions attributed to deficiencies other than those listed. The proposed housing court or some other legislated governmental body could be used to hear these cases and determine the necessity of vacating the unit. If displacement is found necessary, relocation assistance would be provided. If not, the owner could be required to let the tenant remain.

DEFICIENCIES WARRANTING DISPLACEMENT

- a) Egress is missing
- b) Serious electrical hazards exist
- c) Structurally unsafe
- d) Gas appliances lack approved vents or the appliance is not approved
- e) Lacks sanitation facilities

In order to work well, tenants must be fully informed on the provisions of this ordinance. The tenant information program, proposed below, should serve to do this. In addition, legal aid organizations and neighborhood service groups could use the ordinance to minimize unnecessary displacement as a result of code enforcement.

A PROGRAM TO INFORM TENANTS IN BUILDINGS WITH CODE VIOLATIONS ABOUT THE CODE ENFORCEMENT PROCESS

Tenant Information Service: The procedure for administering Systematic Code Enforcement should be improved to provide for direct communication between the staff of Bureau of Building Inspection and tenants affected by the program. At the time when legal action is initiated against a building, tenants should be sent a certified letter which

1) outlines the basic stages involved in the Systematic Code Enforcement process and identifies the stage of their buildings;

2) explains the type of repairs required of the owner in order to bring the building up to code;

3) explains that code violations do not necessarily mean tenants have to leave; and explains, when the new ordinance is enacted, that owners are required to demonstrate that eviction is necessary in order to make code repairs.

4) explains under what conditions tenants are entitled to relocation assistance:

According to BBI Administrative Bulletin No. B-12 July 9, 1970, deficiencies warranting displacement must involve at least one of the following:

- a) Egress is missing
- b) Serious electrical hazards exist
- c) Structurally unsafe
- d) Gas appliances lack approved vents or the appliance is not approved
- e) Lacks sanitation facilities.

In the event that the affected tenant requests relocation assistance prior to the filing of an application by the owner to do work in a building, the building inspector inspects the living unit and if it is found that one of the above deficiencies exists, a report is filed with the Chief Building Inspector who will determine whether relocation referral is warranted. If so, he approves the referral to the Central Relocation Service (CRS). The CRS then determines whether the tenant's income qualifies him for relocation payments or whether he is entitled simply to referral services and counseling.

Enactment of the ordinance proposed in this report would mean that relocation assistance would be extended to those tenants who contest code enforcement evictions attributed to violations other than those listed in B-12, in cases where the court holds that vacating the unit is necessary to make code repairs. Furthermore, implementation of the Comprehensive Plan relocation policy would mean that persons displaced by code enforcement would receive uniform services and payments at least equal to those required under Federal programs.

* * *

Staff and operating funds will be required in order to carry out the Tenant Information Service outlined here. This service could be located in the BBI, the Mayor's Office, the Human Rights Commission, or a new Office of Housing Information. Wherever it is established, to be successful the service must be adequately funded and staffed and must work closely with community organizations and service groups as well as individual tenants in areas affected by Systematic Code Enforcement.

PROGRAMS TO KEEP BUILDINGS WITH CODE VIOLATIONS FROM BEING ELIMINATED FROM THE HOUSING INVENTORY

Tax Moratorium on Code Repairs and General Housing Improvements: There are occasions when owners vacate buildings rather

S than make needed code repairs. When this occurs, the owner has
L usually reached a stage in his investment when it is more lucrative to vacate and sell the property or demolish the building for another use. A tax moratorium on code repairs and general housing improvements may serve to prolong the economic life of some multi-unit residential structures and keep them in San Francisco's housing inventory. Moreover, such a moratorium should help upgrade the physical condition of housing in general. State enabling legislation is required for a tax moratorium.

S Receivership Program: A tax moratorium, however, will not
L prolong the economic life of all buildings. A receivership program should be established to take over condemned, abandoned, or gift buildings. After acquisition by the receivership program, the buildings would be rehabilitated and sold to the Housing Authority or to nonprofit housing development corporations as additions to the low- and moderate-rent inventory. The receivership program could also sell buildings in need of rehabilitation to agencies or nonprofit organizations equipped to rehabilitate them for low- and moderate-income housing.

State enabling legislation is the first prerequisite for a receivership program. San Francisco should lobby for such legislation and then fund a City-operated receivership program. The program should either be provided with funds to do its own rehabilitation or the Board of Supervisors should establish a Housing Development Corporation to rehabilitate housing as well as construct new housing.

L Revolving Rehabilitation Fund: The Board of Supervisors should support a Charter amendment which would allow municipal bonds to be issued establishing a revolving fund to furnish loans for the rehabilitation of private residential property in San Francisco. This fund would supplement the Repair Fund by providing loans not only for code repairs but for a portion of the cost of general property improvements as well.

If this fund is to provide maximum benefit, interest should be below market rate on short-term home-improvement loans. Longer terms could be made available if needed. Rent stabilization agreements should be required of owners taking advantage of these benefits.

The Rehabilitation Fund differs from the Repair Fund in that owners would participate voluntarily and that participation would be limited by income and by area. It could be applied in areas where it is difficult to receive a loan from private lending institutions. It could be used in conjunction with the receivership program to provide rehabilitation loans to non-profit sponsors purchasing properties from the receivership program.

PROGRAMS TO MINIMIZE DISPLACEMENT OF PEOPLE DUE TO RENT INCREASES

F **Leased Public Housing:** When rents go up after code repairs
L are made, displacement of tenants can be eased by urging those
 who qualify to request landlords to take part in the leased public
 housing program. This would apply only to those households with
 incomes qualifying for public housing; and depending upon the
 owner's consent, it could apply to one unit or to a number of
 units in a building.

 Use of the leased public housing program to minimize code
 enforcement displacement would require close cooperation among
 the Bureau of Building Inspection (BBI), the Housing Authority,
 and neighborhood service organizations in order to locate tenants
 who qualify, inform them of the program, get the landlord to
 agree to participate and complete the registration process in
 a realistic period of time.

F **Rent Supplements:** A program has been established by
 Congress to supplement the difference between the rent and what
 the household can afford to pay, as determined by HUD guidelines.
 This program has existed for several years, but has been inade-
 quately funded. San Francisco should support allocating funds
 for the rent supplement program, since it would meet a number
 of housing needs in San Francisco, including the need to minimize
 displacement as a result of code enforcement rent increases.

AN INFORMATION SYSTEM FOR SYSTEMATIC CODE ENFORCEMENT

L Funds and staff should be provided to continually monitor
 the results of Systematic Code Enforcement on housing condition
 and supply, rents and prices, and displacement of residents.

 1. Information on housing condition should focus on changes
 to the housing inventory brought about by the enforcement process.
 Such changes would include demolitions, new construction, legal-
 ization and elimination of dwelling units.

 Recommendations for updating this kind of information are
 included in the Bureau of Building Inspection's October 1970
 report entitled "Housing Code Enforcement".

 2. Although not recommended in the Bureau of Building
 Inspection report, information is needed about the changes in
 rents and values brought about by the code enforcement process.
 When enforcement action is initiated against buildings, records
 should include rent structures and assessed valuations. After
 buildings are brought up to code, results of new assessments
 should be recorded and follow-up inquiries should be made to
 determine the indirect impact of code enforcement on rents.

3. Better information is also needed on residents affected by code enforcement. This information should be in a form which will provide a better basis for estimating annual displacement and the housing needs of those displaced.

This information should include:

- a. The number, household size, and income of people occupying units with code violations.
- b. The number of people displaced as a result of code enforcement correlated with the types of code deficiencies. Information of this nature is essential in making estimates of future displacement.
- c. The distribution of buildings with code violations correlated by the types of code deficiencies and the household characteristics of residents in deficient buildings. This is necessary to determine which neighborhoods are likely to have the greatest displacement and the most problems rehousing those displaced.

In addition to this information, follow-up records should be maintained to give an indication of the adequacy of relocation housing for those displaced by code enforcement. Records should show whether families and individuals required to move are relocated in buildings with code violations and what they paid for new housing.

All of the information collected for Systematic Code Enforcement should become part of the citywide Common Information System.

ADMINISTRATION AND PROCEDURE

The Bureau of Building Inspection should maintain contact and meet often with citizen groups, service organizations, and public agencies to review code enforcement procedure and to consider improvements in the administration of the program.

RELOCATION

The Central Relocation Service (CRS), which operates out of the San Francisco Redevelopment Agency, is responsible for coordinating relocation assistance to those residents and businesses displaced by public programs in San Francisco. At present the degree of assistance varies from program to program, with some programs covering listing services only and others providing moving expenses and other financial assistance depending upon need. The time of the CRS staff is prorated among the programs it serves including redevelopment, FACE and Systematic Code Enforcement, with the Federal government paying for Federally aided programs and the Board of Supervisors allocating the local

share of the Federal programs and the total funds for City programs. The following actions should be taken to improve relocation services:

- L Uniform Services: Carrying out the policy to eliminate discrepancies among relocation benefits by providing uniform services at least equal to those required under Federal urban renewal will mean that more funds will be needed to assist those residents displaced by local public actions. For example, unlike Federal programs, City programs currently have no means of providing moving expenses to displaced households. More funds should be allocated to correct this discrepancy. The City's special rent assistance program should be expanded and used regularly to provide uniform assistance with regard to rent supplements.

- L Assistance to All Those Displaced by Public Programs: Although future public programs are expected to observe the policy of minimizing displacement, those individuals and families that are displaced will be more aware of the services to which they are entitled. In addition, carrying out the policy to inform tenants of code enforcement actions taken against their buildings can be expected to increase Bureau of Building Inspection referrals to the CRS. As a result, the local relocation budget should be increased to handle the anticipated growth in local referrals to the CRS.

- L Analysis of Potential Displacement: In order to carry out the relocation policy of the Plan for Residence, more thorough analysis of displacement anticipated in all public programs will be necessary. In the case of City departments, this analysis should accompany budget requests so that relocation can figure in to the approval or disapproval of projects or program schedules. In the case of Federal programs, the analysis should be undertaken and made public prior to approval of those programs by the appropriate public bodies.

TAXES

There has been extensive research and public debate on methods of shifting the reliance on property taxes to other sources of municipal revenue. Many methods are under consideration, and space would not permit a full description of the advantages and disadvantages of each. However in discussing housing improvements there should be a recognition of the importance of decreasing the reliance on residential property taxes. To further public review of this important matter, several possibilities are listed below.

- L City Income Tax: One very effective method to decrease the reliance on property taxes would be to enact a City income

tax on all personal and corporate income earned in San Francisco. A minimum taxable income should be set to avoid hardships for low- and moderate-income households. (In a report, the City Director of Finance and the Tax Collector suggested methods of relieving the property tax burden. The method they recommended as most equitable and efficient was an income tax on all personal and corporate income earned in San Francisco. Other cities, including New York, Philadelphia and Pittsburgh, have local income taxes or wage taxes which tax corporate income as well as income earned by residents and commuters.)

- F Cost Shift: The City should lobby to shift some municipal
- S costs, such as public assistance, entirely to the State and Federal governments. However, before specific proposals are supported, the City should make sure that the amount of funds proposed will be adequate to meet the need.

- L User Taxes: The City should consider initiating or raising
- user taxes for selected City services and facilities. Other user taxes, such as the hotel tax, should also be considered.

- F Federal Taxes: The City should support certain changes in Federal tax laws, particularly the five-year accelerated depreciation system which encourages low maintenance and rapid turnover of income properties.

- S Exemptions: The State legislature should enact enabling
- legislation which would grant five-year tax exemptions for code compliance repairs. It should also consider exempting a proportion of general home improvements over and above code repairs.

- S Assessments: City and State assessment powers should be
- L used in such a way as to encourage maintenance of residential structures. Assessment schedules should not discourage residential improvement but should penalize neglect and deterioration.

INFORMATION ON RESIDENTIAL CONDITIONS

Presently in San Francisco data is collected independently by a number of agencies including the Assessor's Office, Bureau of Building Inspection, and Unified School District. Collection and processing of data gathered by these agencies is limited by the specialized roles they play. The City should expand the amount of information gathered and coordinate its collection and processing so that it can be more useful to the public and to City government.

- L Common Information System: The Board of Supervisors should endorse and fund the Department of City Planning proposal to develop a citywide Common Information System to make better use of data collected independently by public agencies in San Francisco.

One function of the information system would be to help monitor the housing market and its effects on living conditions of San Franciscans. Such a system would both expand the amount of housing information gathered and make better use of information presently available through FACE, redevelopment, condemnation, occupancy permits and building permits. This system would be a critical factor in planning to meet citywide needs and in determining priorities for public programs.

- L Housing Survey: A biannual housing survey should be funded as part of the Common Information System and incorporated into the Workable Program. This survey should be initiated by the Department of City Planning within the next year so that it can correspond with 1970 Census data. This survey is urgently required since an evaluation of housing condition was removed from the 1970 census.

- L BBI Electronic Building Records System: The Board of Supervisors should fund the Bureau of Building Inspection (BBI) request for an electronic records system. This system would function in conjunction with the Common Information System and would continually monitor the results of Systematic Code Enforcement on housing condition and supply, rents and prices, and displacement of residents. (For more details, see page 9 under Systematic Code Enforcement.)

- L DAHI Information System: The Division of Apartment House and Hotel Inspection (DAHI) needs funds to supplement its current small-scale electronic data processing system. Since DAHI deals with all multi-unit residential structures in San Francisco, the DAHI system if used properly can provide necessary information on housing condition which the U.S. Census no longer provides. The DAHI system therefore should be directly linked to the citywide Common Information System and coordinated with the biannual housing survey and the BBI system.

OBJECTIVE 2 INCREASE RESIDENTIAL DEVELOPMENT
IN CERTAIN AREAS OF SAN FRANCISCO
AND THE BAY AREA

- Policy 1* Convert some nonresidential land to residential use or to residence as part of multiple-use development. Intensify residential densities where appropriate.
- Policy 2* In the disposition of surplus and underused public land give priority to uses that best meet public needs.
- Policy 3* Develop housing throughout the Bay Area linked to the needs of the region and the renewal of the central cities.

In addition to maintenance, the strategy recommended under the previous objective places heavy reliance on converting underdeveloped nonresidential land or vacant land to new housing. The second objective deals with sites where such a strategy can be carried out. It should be kept in mind, however, that various income groups can benefit from housing on sites discussed under Objective Two. Programs specifically for low- and moderate-income housing are covered under the next objective.

In general, the Department of City Planning has pointed to three types of areas in San Francisco for new housing: 1) conversion and intensification areas, 2) residential opportunity areas, and 3) priority action areas. The conversion and intensification areas are general and have been incorporated into the City's Comprehensive Plan. The residential opportunity areas are specific sites considered suitable for residential development. The Department of City Planning keeps a current list of such sites; this list is tentative and is constantly changing as sites are developed. For this reason, it is not a part of the Comprehensive Plan. The priority action areas fall midway between the previous two types. Preliminary studies have been made on the priority areas and citizens have been involved in the preparation of generalized plans. Immediate action in these areas is now appropriate.

CONVERSION AND INTENSIFICATION AREAS

The Comprehensive Plan contains a map illustrating the actions necessary to achieve the proposed residential land use plan. These actions can be generalized into three categories: conversion to residence as part of multiple-use developments, conversion to

predominantly residential use, and intensification of residential use. The general nature of the Comprehensive Plan does not permit a description of each of the areas designated for conversion or intensification. In order to further clarify the map, a brief description follows.

INTENSIFICATION OF RESIDENTIAL USE

Increases in existing density are proposed in areas where accessibility to open space, transportation and community facilities would allow more intensive development. For the most part, existing zoning limitations on density already permit the types of residential intensification recommended. This intensification would occur primarily through private action as the economics of the situations permit.

Fulton and Fell Streets and Lincoln Way: An increase in the existing density is possible along portions of these streets to take advantage of the open space provided by Golden Gate Park. Intensification would be in keeping with present zoning.

Stonestown: The residential development southwest of the shopping center can be intensified, for the site is accessible to transit, shopping and major institutions. Housing in this vicinity should accommodate small households for the most part.

Bayview-Hunters Point: The City should continue to pursue its plans for redeveloping this area.

Outer Market Street: Multiple-use development surrounded by more intense residential development would be appropriate for Market Street between the skyway and the tunnel.

Southwest side of Alamo Square: More intense residential densities could be encouraged on the high side of the Square to take advantage of the open space and beautiful view. Any new development should complement the surrounding neighborhood and its fine Victorian structures.

Jackson-Pacific Corridor and Northeast Portion of Western Addition: Some high-rise apartments have already been constructed here. Additional high-rise structures could be developed.

CONVERSION TO PREDOMINANTLY RESIDENTIAL USE

In the central and southeastern sections of the city, there are significant amounts of land which could be converted to residential use. While some of this land is zoned for industry, for various reasons it is unsuitable for that purpose. Other areas recommended for conversion are undergoing transition and are no longer suitable for their previous land uses.

Playland: The Whitney's by the Beach area could be converted to a new residential neighborhood. From 200 to 300 units are possible depending on the mixture of housing types. Family housing should predominate, and a percentage of units should be developed for low- and moderate-income households. New development should be within the 40-foot height limit for the area.

John Muir Drive at Skyline: This small area could be converted to residential use. Care should be taken to preserve the trees.

Diamond Heights Area: In accord with the Diamond Heights redevelopment plan, the City should continue to convert this area to predominantly residential use.

South Bayshore Sites: About 1,400 units of low- and medium-density housing for middle- and moderate-income families are recommended for sites on Candlestick Cove and Bayview Hill. In accord with the public housing guidelines adopted as part of the Master Plan, no additional public housing should be built in the South Bayshore area. More specific design recommendations for residential development in this area are included in the "South Bayshore Plan".

Vicinity of Regal Pale Brewery: Plans exist to convert this vacant brewery into a residential development. Residential neighborhoods surround the brewery to the west and south, and over the longer run it would be desirable to convert marginal nonresidential uses in these neighborhoods to residential uses.

Golden Gateway: The City should continue to pursue its plans for redeveloping this area into a downtown residential neighborhood complete with community services.

CONVERSION TO MULTIPLE USE

The combination of housing with certain commercial, industrial and institutional uses should be encouraged to provide new housing. Although mixed uses are not desirable in all parts of San Francisco, there are locations which offer particular advantages for multiple use. In some cases, multiple-use development has already occurred and it is desirable to maintain the mix of residence with other uses. New locations for multiple-use development usually are found where an area is undergoing transition in land uses or where a relatively large piece of land is not used to its potential.

Geary Street: The Geary Street rapid transit line is second in priority to the BART extension to the airport. Over the longer run, mixed-use combinations and higher residential densities would be appropriate for this corridor of high accessibility.

Stanyan Street: High intensity multiple-use development would be desirable to define the edge of Golden Gate Park. Housing and hotel accommodations would be appropriate combined with uses that would complement the Park and serve the Haight-Ashbury community.

Noriega and Taraval Streets: Residence should be encouraged as part of multiple-use developments along these two commercial-residential streets.

Sloat and 46th Avenue: Residence combined with multiple-use developments would be appropriate in this area opposite the zoo. The 100-foot Ocean Beach height limit would apply.

China Basin Channel Area: This large area represents one of the last opportunities in San Francisco for substantial conversion to multiple-use development. It is made even more unique by the presence of the channel. For this reason, the channel should function as an integral part of the development and as a recreation resource for the city at large. Design of the development should achieve a sensitive mix of industrial, residential and commercial uses.

Third Street around Palou: High intensity multiple-use development around this intersection would be desirable to help define the commercial area and the center of the South Bayshore community.

BART Stations at 16th, 24th and Balboa Park: Mixed-use combinations with higher residential densities would be suitable around these BART stations where residents can take advantage of the proximity to rapid transit.

Franklin Square Area: A new residential community might be developed on vacant and underused land surrounding this Square. Careful planning would be necessary to achieve a desirable mix of industrial, residential and commercial uses. Renewal powers may be required to purchase vacant industrial properties and to acquire the air rights over the block south of the Square, now a Municipal Railway storage yard. Over the long run, air rights development may also be feasible over commercial properties adjacent to the Square. Medium-density housing for families is suggested, taking advantage of the open space provided by Franklin Square. A school is needed. And a mix of low-, moderate-, and middle-income housing is desirable.

South of Market: This area is already characterized by mixed uses. Although designated as a multiple-use area in the Comprehensive Plan, no major new residential development should be added without considerable investment in residential amenities and community facilities. And before any major development is

proposed, a thorough analysis should be made of potential displacement of residents and businesses.

Outer Market: Development of residence in conjunction with commercial uses would be appropriate over the longer run for this corridor of high accessibility.

Tenderloin and North in Vicinity of Bush Street: This area is a mixed-use area of high residential density. Although densities should not be allowed to increase substantially, residential development should be encouraged along with other uses. Residential amenities, such as open space and community services, should accompany all new housing.

Van Ness Avenue: Over the long run, more residential development should be encouraged along this predominantly commercial street. Heights should conform to the design terms of reference to be established in the Urban Design element of the Comprehensive Plan.

Northern Waterfront Sites: Portions of the Northern Waterfront should be converted to multiple-use developments including residence, as prescribed in the "Northern Waterfront Plan".

SUMMARY LIST:

INTENSIFICATION OF RESIDENTIAL USE

*Fulton and Fell Streets
Lincoln Way
Stonestown
Bayview-Hunters Point
Outer Market Street
Southwest side Alamo Square
Jackson-Pacific Corridor and Northeast Portion
of Western Addition*

CONVERSION TO PREDOMINANTLY RESIDENTIAL USE

*Playland
John Muir Drive at Skyline
Diamond Heights Area
South Bayshore Sites
Vicinity of Regal Pale Brewery
Golden Gateway Area*

CONVERSION TO MULTIPLE USE

*Geary Street
Stanyan Street
Noriega*

*Taraval
Sloat and 46th Avenue
China Basin Channel Area
Third Street around Palou
BART Stations at 16th, 24th and Balboa
Franklin Square Area
South of Market
Outer Market
Tenderloin and North in Vicinity of Bush
Van Ness Avenue
Northern Waterfront Sites*

RESIDENTIAL OPPORTUNITY AREAS

In response to requests from citizen groups, public agencies and the Board of Supervisors, the Improvement Plans published in June, 1970 and February, 1971 included lists of potential residential sites. These lists were presented for citizen review. After two review periods, the list has been revised again, sites have been deleted and new sites have been added.

The revised list of sites has limitations. It is not exhaustive. Moreover, some of the sites listed clearly involve contingencies which may, after further analysis, preclude residential development. Financial constraints, the capacity of supporting public facilities, and the opinions of local residents must also be taken into account before these sites can be developed.

It should be noted also that not all of the opportunity sites appear on the Comprehensive Plan map as conversion or intensification areas. In most cases, this is due to one of two factors: The individual opportunity sites are either more tentative than areas designated in the plan or they are small sites within existing residential areas. Development of such small sites in existing neighborhoods would not represent a significant intensification of residential use nor substantial conversion to residence.

The Department of City Planning intends to revise the list of opportunity sites periodically in order to demonstrate where new residential development may be possible and in order to present the sites for public review. In reviewing the sites, it should be kept in mind that the Comprehensive Plan and the Planning Code provide the ground rules for development of the sites.

1. CHINATOWN SITES: Two sites for public housing have already been referred to the Housing Authority, after discussion with the community. The Housing Authority is investigating the feasibility of building from 100 to 200 units on each site.

1. The first part of the paper discusses the importance of the study of the history of the United States. It is argued that a knowledge of the past is essential for a full understanding of the present and for the development of a sound policy for the future.

2. The second part of the paper discusses the importance of the study of the history of the United States. It is argued that a knowledge of the past is essential for a full understanding of the present and for the development of a sound policy for the future.

3. The third part of the paper discusses the importance of the study of the history of the United States. It is argued that a knowledge of the past is essential for a full understanding of the present and for the development of a sound policy for the future.

4. The fourth part of the paper discusses the importance of the study of the history of the United States. It is argued that a knowledge of the past is essential for a full understanding of the present and for the development of a sound policy for the future.

5. The fifth part of the paper discusses the importance of the study of the history of the United States. It is argued that a knowledge of the past is essential for a full understanding of the present and for the development of a sound policy for the future.

Residential Opportunity Areas



Other possible sites in Chinatown are now being considered by the Chinatown Area Housing and Recreation Planning Project.

2. CLIPPER STREET SITE (between Douglass and Hoffman): This vacant, view site could accomodate medium-density development contoured to the hillside. Views should be preserved and development should be in scale with the surrounding neighborhood. Units for low- and moderate-income families would be appropriate.

3. FRANKLIN SQUARE AREA: (refer to description on page 17).

4. GENEVA CAR BARN: This bus storage area is a prime site located near a BART station, a Muni substation, and City College. The location would be appropriate for apartment housing; from 400 to 1,400 units might be possible using air rights.

5. HOMEWOOD TERRACE: This site is suitable for medium-density family units, a portion of which might be subsidized.

6. KIRKLAND BUS YARDS: Housing for families and the elderly is suggested for this public land, presently used for Municipal Railway storage and maintenance. From 75 to 190 units would be possible, depending on the mixture of family and studio units.

7. MAIN POST OFFICE AREA: (refer to description of South Market on page 17).

8. MANSELL RIDGE: Engineering problems have prevented development of single-family homes on these vacant lots. However, good access, close proximity to open space and excellent views present an opportunity for duplexes or low-density garden apartments along the ridge.

9. MARITIME AREA: (primarily private land at base of Telegraph Hill): Market-rate and subsidized housing as part of multiple-use development is suggested for this area in conformity with the height limits of the "Northern Waterfront Plan". The housing would probably serve small households, unless school facilities could be constructed as part of the development. A planned-unit development with guarantees that a certain proportion of the units would be reserved for moderate- and low-income households would be appropriate.

10. MARY'S HELP HOSPITAL SITE (on Guerrero between Duboce and 14th): Medium- to high-density housing for the elderly would be suitable on this site.

11. OLD GOAT FARM: Approximately 40 to 50 family, private market-rate housing units are possible on this sloping site. Views should be preserved within the existing 40-foot height limit and development should reflect the scale of the surrounding neighborhood.

12. OLD GREENHOUSE AREA: Private market-rate family housing is suggested for these sites. A planned-unit development of medium-density townhouses in keeping with the surrounding neighborhood scale would be appropriate for part of these sites. Provision should be made for open space in the planned-unit development.

13. OLD PEPSI BOTTLING PLANT: A mix of moderate- and middle-income housing for families would be appropriate for this site. A planned-unit development with townhouses and medium-density apartments would be desirable. Design should complement the surrounding environment and open space should be provided in the development.

14. PLAYLAND: (refer to description on page 15).

15. PRIVATE SITE EAST OF FORT FUNSTON: Private market-rate housing might be suitable for this site if a portion of the large stand of eucalyptus trees next to Skyline Boulevard is preserved.

16. REGAL PALE BREWERY SITE: This site has been designated by the Board of Supervisors as a potential redevelopment project. The Department of City Planning and the Redevelopment Agency have been directed to prepare the preliminary redevelopment plans with the cooperation of neighborhood organizations. There is a potential for developing approximately 100 housing units for families with moderate incomes on the site replacing an unused industrial building.

17. SCAVENGER TRUCK STORAGE LOT: This site is next to the North Point apartment development; market-rate housing of the same type is recommended. From 75 to 190 apartments could be developed for small households.

18. SOUTH BAYSHORE SITES: (refer to description on page 16).

19. UNIVERSITY MOUND RESERVOIR: Low-density townhouses are suggested along the edges of this reservoir and on the surplus pipe yard. A portion of these townhouses should be reserved for low-income families.

20. VACANT LAND NEAR AND ALONG JAMES LICK FREEWAY: From 30 to 50 medium-density family housing units are possible on these vacant sites. Open space and recreation facilities should be provided in conjunction with the new housing.

21. WISCONSIN STREET SITE: This site has been considered for housing development for several years. In 1968, the Department of City Planning recommended that approximately 200 units of low- and moderate-income housing be constructed and proposed several design terms of reference to guide development of the site. A later resolution by the Board of Supervisors specified that one-third of the project should be for low-income, one-third for moderate- and one-third for middle-income households. Last year, the site was officially turned over to the City by the Housing Authority. City policy now rules out low-income units on this site. The Mayor's Office and the community are working on specific aspects of development. Redevelopment action will probably be necessary to prepare the site for private development.

22. NEIGHBORHOOD PARKING LOT AT 21ST AND BARTLETT: This site offers a good opportunity for multiple use of public property for public benefit. Up to four stories of housing units for the elderly could be built on a platform over all or part of this parking lot.

23. NEIGHBORHOOD PARKING LOT AT HOFF AND 16TH STREETS: A small development of low- and moderate-income housing for families and the elderly is suggested for the air rights over this parking lot owned by the Parking Authority. Open space should be provided in the development, since housing would be built on a platform above street level.

PRIORITY ACTION AREAS

As noted previously, there are areas where immediate action would be appropriate. Before a project is approved in these areas, however, it should have as its major purpose the provision of low- and moderate-income housing and it should meet the following criteria:

- It should provide an opportunity to convert unimproved or idle land to residential use;
- It should involve minimal displacement of existing residents and residential uses;
- It should provide special community facilities of benefit to residents of the new housing.

In accord with these criteria, action is recommended in the following five priority areas:

Regal Pale Site
Chinatown Sites

Wisconsin Street Site
South Bayshore Candlestick Cove Area
Northern Waterfront Sites

PROGRAMS AND ACTIONS TO INCREASE RESIDENTIAL DEVELOPMENT

In addition to the sites described above, the following actions and programs are recommended to increase residential development in certain areas of San Francisco and the Bay Area:

Mayor's Office: The authority of the Office of the Mayor is required to coordinate the efforts of City departments, private developers, sponsors and lenders in developing housing, particularly on the public action areas identified.

Non-Cash Local Credits: In order to successfully carry out small-scale redevelopment projects, it will be essential to modify Federal regulations regarding the provision of non-cash local credits.

At present, all of the local funds for redevelopment in San Francisco are supplied through the non-cash credit system. Schools, parks, streets and other improvements proposed for the project area are used to match Federal cash contributions. These improvements, however, must be large enough in scale to incorporate local improvements (non-cash credits) sufficient to meet the City's share of the total cost. Thus it is difficult to make small-scale projects financially feasible.

It is recommended that the City urge a new approach for local non-cash funding. One possibility is to adopt a method whereby a percentage of the City's total Capital Improvements Program budget is designated as a credit bank to meet local costs for redevelopment and other Federally assisted improvement programs, such as urban beautification and FACE. A citywide credit bank, which could be applied to programs in various parts of the city regardless of the specific location of capital improvement projects, would provide the financial support necessary for housing and other needed improvements. Under this system availability of credits would not be a major locational determinant of projects. And if revenue sharing goes into effect, a citywide credit bank for all Federally assisted housing and urban development programs would eliminate the tendency to allocate Federal revenues to projects based on the amount of credits they generate.

Cash-Credits: In the event that non-cash credits are not available to finance the local share of Federally assisted housing development, the Board of Supervisors should consider putting up cash for the local share. As common practice several

large cities float municipal bonds to finance the local share of Federally assisted housing and urban development programs. San Francisco should consider this alternative, especially in the event that no changes are made to Federal requirements governing the location of non-cash credits. Otherwise it will be nearly impossible to finance small-scale projects in keeping with the guidelines outlined on page 22 of this report.

- L Surplus City Land: The City Planning Commission should direct its staff to work with the Real Estate Department on the first annual report on the disposition of surplus and underused public land. When the report is complete the City Planning Commission should review and revise it and send it on to the Board of Supervisors for action.

- L Transfer of Public Land to Meet Public Objectives: In order to carry out the policy of using public land to directly meet public objectives, the transfer of land among agencies should be permitted at less than fair-market value. For example, the Housing Authority should be able to lease or buy the air rights over a reservoir at an extremely reasonable rate from the Water Department. Furthermore, a nonprofit or limited dividend organization meeting public objectives should also be able to use public land at a reduced rate. For example, a nonprofit corporation sponsoring a moderate-priced housing development on an old school site should be able to pay less than fair-market value to the School District. The Board of Supervisors should pass enabling legislation establishing the procedure for disposing of public land for low- and moderate-income housing at less than fair-market value. If Charter revisions are needed to change the City's departmentalized land accounting system in order to do this, the City Attorney should prepare a report on the specific revisions needed to carry out the policy on the disposition of public land.

- L Sale of Public Land: When public land is put on the private market, all City agencies including the Real Estate Department, School District and the Redevelopment Agency should emphasize lease, not sale, of public land. Revenue obtained from leasing would be a continuous source of municipal funds. This step will be especially important if the City is to decrease its reliance on the property tax.

- S State Legislation for New Towns: San Francisco and ABAG should assist the Governor's Task Force which is preparing State enabling legislation for new town planning and development in California.

- F Federal Assistance for New Towns: San Francisco's congressional representatives should make efforts to extend appropriate Federal assistance for new community development in the Bay Area.

R
L

Regional Campaign and Lobby: A regional campaign should be organized to support necessary changes in State and Federal legislation dealing with housing and development. A metropolitan housing lobby should be formed using the Association of Bay Area Governments (ABAG).

- OBJECTIVE 3** PROVIDE MAXIMUM HOUSING CHOICE BOTH IN THE CITY AND IN THE BAY AREA, ESPECIALLY FOR MINORITY AND LOW-INCOME HOUSEHOLDS
- Policy 1** Distribute low-income housing throughout the city.
- Policy 2** Increase the supply of low-income housing in the Bay Area.
- Policy 3** Work for open occupancy.
- Policy 4** Review San Francisco codes to promote construction of low- and moderate-income housing.

LOW- AND MODERATE-INCOME HOUSING IN SAN FRANCISCO

- L** Distribution of Public Housing: The Housing Authority and the Department of City Planning should continue a vigorous search for suitable sites for low-rent public housing. Particular attention should be given to those planning areas that fall below the ratio established in the Comprehensive Plan. (See chart and map for ratios as of April 1971.)
- L** Eminent Domain: The problems finding suitable sites for public housing have reached the point where the use of the Housing Authority's power of eminent domain will be required. In certain cases this power will be essential to distribute public housing according to the distribution ratio established in the Comprehensive Plan.
- L** Residential Opportunity Areas: The opportunity areas previously identified in this report should be evaluated by the Housing Authority for their potential as public housing sites and for their potential for integrating public housing with housing for other income groups.
- F** Release of HUD funds for Public Housing: City officials and Bay Area representatives in Congress should lobby for the immediate funding of a number of public housing developments presently being delayed by HUD because of lack of funds. The funds have been appropriated by Congress and the administration is withholding them temporarily from HUD area offices pending reorganization of housing and urban development programs.
- L** Homeownership: In addition to the conventional turnkey and leasing programs, the Housing Authority should continue its efforts to develop a homeownership program under the guidelines

DISTRIBUTION OF PUBLIC HOUSING BY PLANNING AREA: APRIL 1971

Planning Area	Total Housing Units (public & private)	Permanent* Public Housing Units (existing & under construction)	
		<u>number</u>	<u>% of total</u>
1. Richmond	32,684	-0-	---
2. Marina	24,592	138	.56
3. Northeast	39,478	799	2.02
4. Downtown	36,688	196	.53
5. Western Addition	26,059	1,316	5.05
6. Buena Vista	16,894	212	1.25
7. Central	22,062	129	.58
8. Mission	21,889	546	2.49
9. South of Market	8,620	917	10.63
10. South Bayshore	10,816	1,346	12.44
11. Bernal Heights	8,174	286	3.49
12. South Central	22,553	790	3.50
13. Ingleside	19,980	17	.08
14. Inner Sunset	16,581	110	.66
15. Outer Sunset	23,840	24	.10
City Total	330,910	6,826	2.06

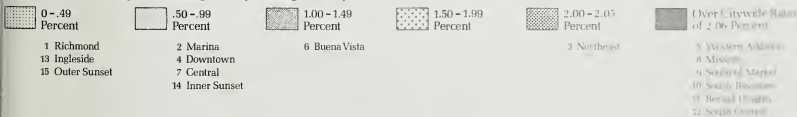
*excludes Section 23 leased public housing.

Source: San Francisco Housing Authority and San Francisco
Department of City Planning, April 1971.

Distribution of Public Housing (Existing and Under Construction)



Percent of Public Housing to All Housing Units by Planning Area: April 1971



of the Housing Assistance Administration. The homeownership program should deal both with new and existing units.

F Converting Existing Multiple-Unit Buildings to Public
L Housing: Provision should be made for the Housing Authority to acquire existing housing units, repair them where necessary and operate them as conventional public housing developments. This would be one method of keeping low-rent residential hotel units in San Francisco's inventory. Existing units could be purchased outright by the Housing Authority, by a nonprofit development corporation, a receivership program or (in the case of tax delinquent properties) by the City.

L Housing Development Corporation: The City should support
R the establishment of a nonprofit housing corporation which would seek funds and sponsors for moderate-priced housing development and would also purchase structures for rehabilitation, rental or sale to low- and moderate-income households. The San Francisco based corporation could work independently or in conjunction with a regional housing development corporation.

REGIONAL DEVELOPMENT OF LOW- AND MODERATE-INCOME HOUSING

S Regional Housing and Development Agency: The Mayor and the
R Board of Supervisors should promote the implementation of the Board's Resolution 891-69 (January 3, 1970) calling for an agency to plan and locate low- and moderate-income housing throughout the region. State enabling legislation would be necessary.

R Bay Area Council: The Council should make a survey of potential housing sites identified by local governments in the Bay Area. It should then attempt to coordinate efforts of local governments, private developers, sponsors and lenders in developing housing, particularly for low- and moderate-income households. This effort could be pursued in cooperation with ABAG.

S State Housing Element: The State of California now requires that municipalities add to their master plans an element which details housing "for all economic segments of the community." This requirement should be strengthened by directly requiring provision for low- and moderate-income housing, jobs and services in accordance with regional, not just local needs. In making this requirement, the State Legislature should clearly set the objective of decent housing at rents and prices all Californians can afford.

S State Housing Programs: Presently, the State does not provide financial assistance to develop low- and moderate-income housing. It provides only "technical assistance." Clearly a much larger commitment of State resources is necessary to meet housing needs in California. State-funded housing programs must be developed.

F Withholding of Federal Aid: The provision of moderate- and
low-income housing should be made obligatory in municipalities
which take advantage of any Federal aid programs.

F Public Housing: The Federal and State Governments should
S allow municipal housing authorities to cooperate in building
low-rent units on a county-wide and regional basis.

S Public Housing Referendum: Bay Area representatives to the
State legislature should introduce legislation to amend the
Housing Authority enabling legislation so that voters are no
longer required to approve construction of low-rent public hous-
ing by referendum. If a referendum is not needed to provide
subsidy for high- and medium-rent housing units, but is required
for low-rent units, this requirement most likely will be used to
discriminate against one economic segment of the population.

FAIR HOUSING

Fair Housing Ordinance: The Board of Supervisors should
adopt a local fair housing ordinance that is modeled on the prin-
ciples of the City's affirmative action ordinance relating to
nondiscrimination in employment.

MUNICIPAL CODES

Planning Code: The requirements of the City Planning Code
should be continually reviewed for their impact on low- and
moderate-income housing. Special attention should be given to
parking and density policies to determine in certain cases
whether they are having a negative effect on construction in
relation to desired development patterns and housing standards.

Electrical Code: Every effort should be made to review the
recently adopted Electrical Code to eliminate those requirements
that unduly add to the cost of developing low- and moderate-
income housing.

Plumbing Code: The draft of the new Plumbing Code should
be carefully reviewed prior to adoption by the Board of Supervi-
sors to reduce requirements that may unduly restrict development
of low- and moderate-income housing.

Building Code: The 1969 Building Code is recent and is low
priority on the schedule for major revision. Interim changes
should be made as necessary to facilitate construction of low-
and moderate-income housing.

L

Administrative Changes: Local codes and Federal and State regulations require a number of administrative checks and compliance reviews which prolong the period prior to construction. The Housing Authority and the Redevelopment Agency should recommend methods to speed up the time required to construct low- and moderate-income housing. This would include recommendations for improving Federal, State and local procedures. The recommendations should be submitted to the Mayor's Deputy for Development for appraisal and action.

OBJECTIVE 4 APPLY A COMPREHENSIVE PLANNING
APPROACH TO PROGRAMMING COMMU-
NITY IMPROVEMENTS AND SERVICES

Policy 1 Establish priorities for allo-
cating services and improvements
based on community needs.

Policy 2 Expand area planning and link
it to resource programming.

Policy 3 Improve neighborhood services
through good design and proper
location of public facilities.

PRIORITIES

- L The City Budget: The delivery of public improvements and services in San Francisco is shackled by obsolete budget practices required by Charter. The City's budget and fiscal procedures should be modernized and the Charter should be revised to provide only basic guidelines for the budget rather than detailed budget specifications.

The administration of the budget should be made the responsibility of the Finance Officer. Planning and the Office of Finance should provide the Mayor, the Chief Administrative Officer and the Board of Supervisors with the management tools essential to insuring that limited City resources are spent on the most critical needs.

San Francisco should move toward a system of goal-oriented budgeting which would assist in organizing the budget around explicit priorities for improvements and services.

AREA PLANNING

- L Neighborhood Plans: In keeping with the expanded scope of programming and involvement with communities, the neighborhood planning programs in San Francisco should be strengthened and expanded where appropriate. The Model Neighborhood program, Redevelopment, FACE and the Department of City Planning area planning program offer opportunities to improve planning at the neighborhood level and to set priorities based on neighborhood needs.

- L Bloc Grants: In the Model Neighborhood, Redevelopment and FACE programs, neighborhood planning efforts are tied directly to a source of funds for implementing the plans. The City Planning area planning program, however, must rely on a number

of sources of funds, none of which are linked directly to the program. In order to improve its own locally based neighborhood planning program, the City should apply a bloc grant system to the area planning program. This could be accomplished independently or under revenue sharing.

DESIGN OF PUBLIC FACILITIES

- L Design Review: Upon completion of the Urban Design Plan, the capacity of the Department of City Planning for reviewing the design of new development should be increased. The Plan's principles and criteria should be used to improve the design of public and private development in San Francisco. The Department of City Planning should also work closely with the Art Commission, the Department of Public Works and other public agencies to improve the design of public buildings, open spaces and streets.
- L Design Assistance: Design assistance should be provided upon request to public agencies, neighborhood improvement associations, and citizens groups. The Department of City Planning, other City agencies, and volunteer design teams, such as the Community Design Center, should work to make design assistance available to all requesting it.

**OBJECTIVE 5 ENCOURAGE CITIZEN PARTICIPATION IN
PLANNING AND PROGRAMMING PUBLIC
IMPROVEMENTS**

Policy 1 Establish more effective means for citizen participation at the citywide level.

Policy 2 Provide opportunities for citizen involvement in planning and programming of local community improvements.

PARTICIPATION AT CITYWIDE LEVEL

L The City Budget: The City budget should be organized and published so that it provides a source of information about the activities of City government and their costs. Summaries of the proposed budget at its various stages should be made available in order to facilitate public review. Public hearings should be held on budget proposals before the Mayor makes decisions about the next year's budget.

L Comprehensive Plan of San Francisco: The Department of City Planning is revising the City's Master Plan to make it more comprehensive. In 1971, plans for urban design, transportation, and recreation/open space will be published for citizen review. These preliminary plans will offer excellent opportunities for citizens to participate in reviewing and revising citywide plans which will guide capital improvements, zoning, community facilities and, to some extent, operating budgets.

PARTICIPATION AT THE NEIGHBORHOOD LEVEL

L City Agencies: Although most City agencies have a policy commission or board composed of laymen appointed by the Mayor, at times this commission form of government does not provide for sufficient citizen participation in planning public programs. This is more often the case at the neighborhood level. In order to expand opportunities for citizen participation, it should be required that all City agencies plan their programs in conjunction with neighborhood groups and users of the programs.

L Capital Improvements: The Capital Improvement Advisory Committee should require that every capital improvement request* be accompanied by a brief report on neighborhood reaction and

*Except for "repair and replacement" requests for small amounts of funds.

and potential user response to the proposed project. This report in all cases need not be positive to warrant approval of the project; it would require, however, that proposed capital improvements be checked out at an early stage with those affected.

- L Neighborhood Planning: As previously explained, neighborhood planning programs should be strengthened and expanded where appropriate. In order to get the most benefit from neighborhood planning, each program should be linked directly to funds for implementation.

HOUSING TARGETS

The June 1970 version of the Improvement Plan for Residence set housing targets* to assist in measuring progress of public programs. These targets varied from those previously proposed in the 1965 Community Renewal Program. The CRP targets included both public and private development and were based on an assessment of housing need without a clear determination of the real potential for meeting the need. Assessing the real potential for development in a constrained housing market is a difficult problem. For this reason the Improvement Plan set targets for housing through public programs only. While this approach has limitations, it is important to recall that in San Francisco public programs usually account for a significant portion of the housing built. In 1969, for example, over half of the new housing units completed were constructed through publicly sponsored projects. The targets recommended in the Improvement Plan reflected anticipated resources and were set in cooperation with the agencies responsible for achieving them.

The targets recommended in the June 1970 version of the Improvement Plan are reprinted below, with only slight adjustments to the FACE targets due to rejection of one target area. The Department of City Planning intends to work with the various housing agencies to revise and publish these targets every two years. Also in its annual Housing Inventory Report, the Department will assess the City's progress in meeting these targets.

PROGRAM TARGETS: July 1, 1970 to June 30, 1972

Redevelopment Agency

1. Make available sites for 600 units of market housing.

*Many of the Improvement Plan recommendations cannot be quantified in numerical terms. Some recommendations deal with legislative, administrative or procedural matters. These kinds of recommendations are in some cases equally important as the quantified program targets which follow. Although it is more difficult to monitor the progress toward less tangible recommendations, the City must pursue them as fully as the targets for operating programs.

2. Contract with community-based sponsors to construct 2,885 units of moderate-priced private housing.
3. Make available sites for 476 units of public housing.
4. Begin a new project on the Regal Pale site for approximately 100 units of family housing.
5. Initiate feasibility studies for housing on the following sites:
 - Chinatown public housing sites (in conjunction with the the Housing Authority) 100-200 units
 - Wisconsin Street 200 units
 - South Bayshore sites 1,400 units
 - Northern Waterfront sites (number of units not yet determined)

Housing Authority

1. Execute the remaining leases of the original 1,500 allotted under the Section 23 leasing program.
2. Complete four units of family housing and 621 units for the elderly which are under construction.
3. Construct 241 units of family housing and 705 units for the elderly which are in the planning phase.
4. Begin construction of new projects not yet in the planning phase which involve approximately 36 family units and 201 units for the elderly.
5. Investigate potential proposals involving approximately 720 family units and 770 units for the elderly. Begin construction on the most feasible of these proposals.
6. Continue the search for sites. Concentrate on the planning areas that fall below the citywide ratio of public housing units to all units in the city.

Federally Assisted Code Enforcement (FACE)

1. Finish FACE areas 1-4 by June 1970:

Arguello Park (Inner Richmond), Buena Vista, Glen Park,
Great Highway 5,781 units

Finish FACE areas 5-7 by March 1972:

Alamo Square, Bernal Heights I, Duboce Triangle 4,084 units

2. Begin FACE areas 8-9 in 1971:

Inner Richmond and Upper Ashbury

3. Initiate feasibility studies for expansion of FACE to the following areas:

Group A

Alamo Square to Page-Laguna and/or Haight-Fillmore

Bernal Heights areas II-VII

Duboce Triangle to Upper Market

South Bayshore

Group B

Inner Richmond north of Geary

4. Establish and maintain contact in neighborhoods with program potentials:

Excelsior, Haight-Ashbury, Mission, Oceanview and Potrero districts.

Bureau of Building Inspection, Division of Apartment House and Hotel Inspection

1. Continue inspecting apartment houses and hotels at the rate of 1,000 structures per year. Complete the ten-year Systematic Code Enforcement Program by 1978.
2. Study the Systematic Code Enforcement Program for its impact on rents and tenants. Prescribe ways to alleviate hardships that may result from the program.
3. Submit a revised plumbing code to the Board of Supervisors for adoption by 1971.
4. As required, review the Building Code by 1971

SAN FRANCISCO
CITY PLANNING COMMISSION
RESOLUTION NO. 6728

RESOLVED, That the City Planning Commission approves the basic approach and intent of the programs suggested in the preliminary reports for carrying out the Plan for Residence and authorizes the Director to forward these programs to the Board of Supervisors and other relevant public bodies for their consideration.

The resolution was passed unanimously by the City Planning Commission at its Regular Meeting on June 24, 1971.





